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ABSTRACT

This paper presents three arguments for maintaining the open-door policy in community colleges. One is the social demand argument. Since the Commission on Higher Education, appointed by President Truman in 1947, estimated that at least 49 per cent of the population had the mental ability to complete 14 years of schooling, various national committees and organizations have likewise supported this view. Now open-door institutions have come to be expected by much of the American public. Graphs illustrating enrollment trends over approximately the last 20 years support maintenance of the open-door philosophy. Other arguments for keeping the door open are the cost benefit and the manpower training which take into account the cost and benefit to the individual as well as the cost and benefit to society for an individual's attendance at college. Tables are included to illustrate the relationship between education and income and the amount of education demanded for various occupations. (RC)

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**"Social Demand Analysis, Cost-Benefit Analysis, and Manpower Analysis
Converge to Present a Clear Mandate -- The Open Door Must Remain Open"**

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Introduction

There are three arguments for maintaining open access to community college education: social demand, cost benefit, and manpower needs. The social demand argument will note: (1) the firm commitment, indeed the virtual promise, that America is determined to keep the door open, (2) the acceptance of this promise by more and more students, and (3) the probable disastrous consequences if the doors were even partially closed. The cost benefit argument will note the substantial benefits both to the individual and society from a community college education far outweigh the costs involved. The manpower argument will examine the strong relationship between the need for economic growth and the provision for properly educated workers.

Finally, these three arguments converge to make open access mandatory in any plan about the future directions of the open-door college.

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We Must Continue To Keep The Open Door Open

Arguments to keep the open door open generally take three forms:

- (1) Social Demand Argument
- (2) Cost Benefit Argument
- (3) The Manpower Argument

The social demand argument will be examined first. This argument means simply that society will demand that the open door colleges keep their doors open to all students whatever their race, color or creed; background, interests or aptitude. It is certainly true that there is such a demand in America. The American promise to satisfy the social demand has been with us a long time. In 1947, the Commission on Higher Education, appointed by President Truman, after estimating that at least 49% of the population had the mental ability to complete 14 years of schooling with a curriculum that should lead to gainful employment or further study, further said:

"As one means of achieving the expansion of educational opportunity and the diversification of educational offerings it considers necessary, this Commission recommends that the number of community colleges be increased and their activities be multiplied." (Higher Education for American Democracy -- cited in Medsker, The Junior College: Progress and Prospect, 1960)

Before ten years had elapsed, another Committee Beyond the High School was appointed by President Eisenhower. This committee said in its Second Report to the President:

"Expansion of the two year college has been one of the most notable developments in post-high school education in the Twentieth Century America These (institutions) respond to the increasing demand for a greater

variety of more accessible training and education, while at the same time helping other colleges and universities to concentrate a greater proportion of their energies than would otherwise be possible on upper division graduate and professional work. . . . Community colleges are not designed, however, merely to relieve enrollment pressure on senior institutions. They have a role and an identity of their own." (Second Report to the President -- Medsker, The Junior College, 1960)

More recently, a Carnegie Commission on Higher Education published a report entitled The Open-Door Colleges: Policies for Community Colleges. In this report, society's need for open-door community colleges was again stated emphatically. The Carnegie Commission was headed by the former Chancellor of the University of California, Clark Kerr. Among its recommendations were: open access to all public community colleges by 1976, the removal of financial barriers to enrollment, and low or no tuition in community colleges. This report is dated June 1970. In addition, it recommends that by 1980, 230 to 280 new community colleges be in operation to service from 35 to 40 percent of all undergraduate students in community colleges. (Carnegie Commission, The Open Door Colleges, 1970)

America's promises to satisfy the social demand for open access to higher education have come not only from national commissions but also from leaders in American higher education. In 1968, Edmund Gleazer, Executive Secretary of the American Association of Junior Colleges, pointed out that in response to social demands, open door admission policies will predominate in the next decade. (Gleazer, Edmund J. 1968) Writing also in 1968, Roueche, then the Associate Director of the ERIC Clearinghouse for Junior College Information at the University of California at Los Angeles, emphasized that the junior college does have the democratic goal of educating everyone

to his highest ability. (Roueche, J. E. & D. M. Sims, 1968) In 1966, Bill Priest, then President of the American Association of Junior Colleges, referred to social demand for the democratic goal of American's junior colleges as being "people's colleges", built to serve everyone. (Priest, Bill J., 1966) Dorothy M. Knoell observed that providing universal higher education beyond high school is indeed a national commitment. (Knoell, Dorothy M., 1966) The Muscatine Report referred to a "rise in educational expectations with the concomitant population increase" at the same time referring to the social demand argument for keeping college doors open to everyone. (Muscatine, Charles, 1966) Similarly, Charles Collins, Associate Director of the Junior College leadership Program at the University of California at Berkeley, refers to the social demand for the open-door and for equal opportunity to education as tied to the "revolution of rising expectations". (Collins, Charles C., 1969) Warren Bennis refers to this social demand for the open door as "arribismo", which means the "unbridled desire to rise". (Bennis, Warren. Arribismo: The Research Reporter, Vol. 5, November 3, 1970)

Thus, there are ample rhetorical promises in the pages of American higher education. The social demand promises include the following: the notion that young Americans can benefit from this education experience, the notion that a democracy like America is bound to provide this experience, and the notion that American society will simply demand that this education be open to all. Thus, the social demand rhetoric has been pervasive, starting in 1947 with Truman's Commission on Higher Education; passing through Eisenhower's administration with a similar call for open access; to the 1970 Carnegie Commission, also calling for open access. This social demand rhetoric has

also come from notable figures in the American Association of Junior Colleges, other segments of higher education, as well as American government. Certainly the social demand rhetoric does exist and has existed for a long time. The recent pronouncements by the Carnegie Commission calling for the open door to remain open simply re-focuses the attention of the nation on the promises and national commitment to provide free and equal access to community college education. This social demand rhetoric is based on hard data that argue that the open door should remain open. Here is some of that hard data.

In Table 1 is listed the number of first-time college entrants starting in 1939 and going to 1962. Clearly the proportion of high school graduates who are college entrants has increased dramatically during that time frame; from 31 percent in 1939 to 54 percent in 1962. (McGrath, Earl. Universal Higher Education, 1966)

Table 1
Number of First-time College Entrants, 1939 to 1962

	1939	1950	1955	1960	1962
Number of young people 17 years of age (in thousands) ¹	2,403	2,034	2,270	2,862	2,762*
Number of high school graduates (in thousands) ¹	1,221	1,200	1,415	1,864	1,930*
Number of first-time college entrants (in thousands) ²	381	517	675	930	1,038**
Proportion of 17-year-olds who are college entrants	16%	25%	30%	33%	37%
Proportion of high school graduates who are college entrants	31%	43%	48%	50%	54%

*Estimated

**U.S. Office of Education, Opening Fall Enrollment (Institutional), 1962.

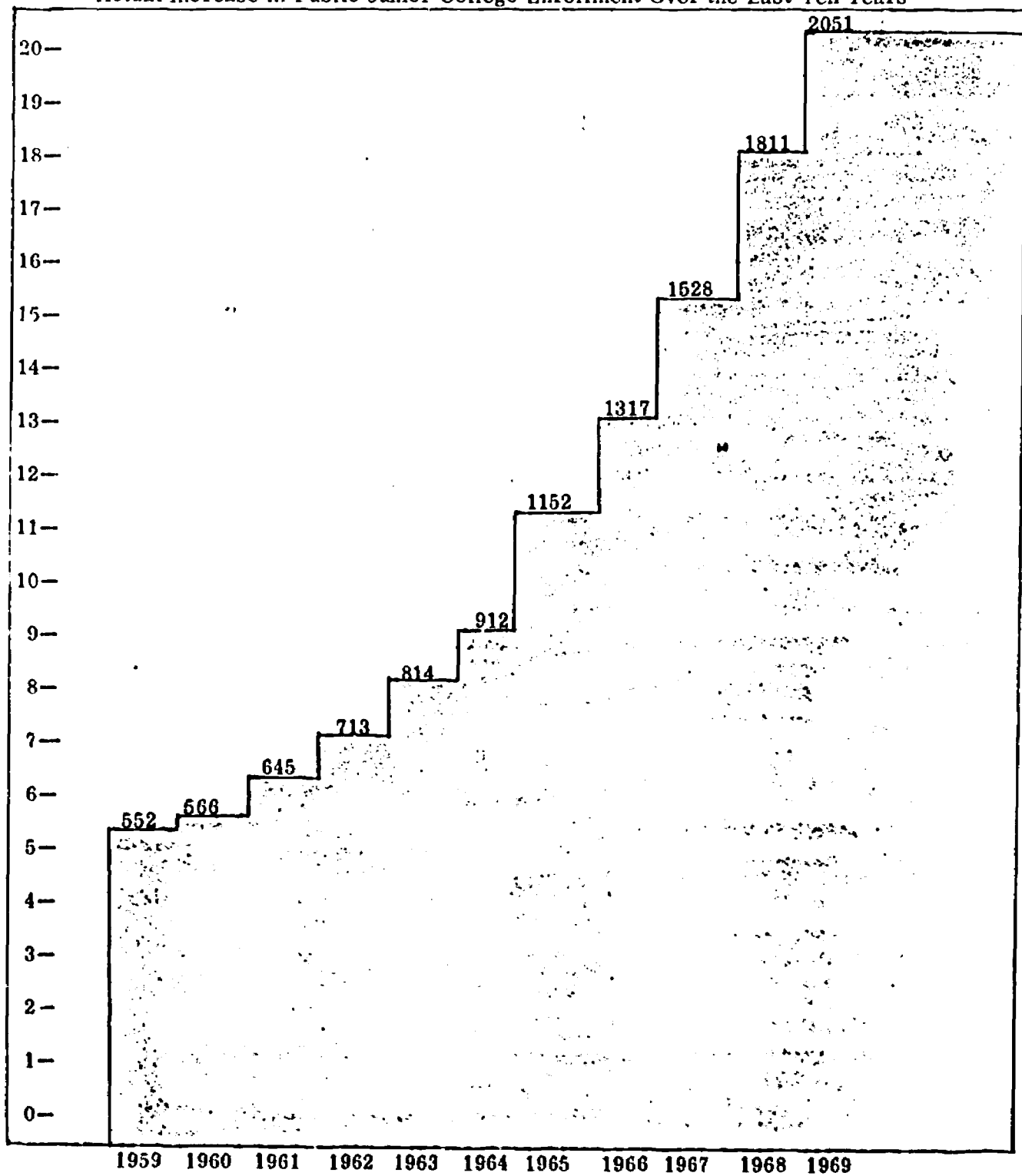
SOURCES: 1. U.S. Office of Education, Digest of Educational Statistics, 1963
(figure for high school graduates in 1955 is actually 1956).

2. U.S. Office of Education, Opening Fall Enrollment for Higher Education, 1960
(1939 includes students in continental United States).

In the past, while the door to community college education has been open, a dramatic increase in junior college enrollment over the last ten years demonstrates that students in the American society will certainly take advantage of the "open-door policy" of America's community colleges. Table 2 indicates the actual increase from 552,000 in 1959 to 2,000,000 in 1970 enrollment in junior colleges. (1970 Junior College Directory, American Association of Junior Colleges, 1970) Based on this social demand argument as expressed in the enrollment increases over the last ten years, the American Association of Junior Colleges in their 1970 director provide two projections of enrollment growth of junior colleges nationally based on two parameters; (1) a 10 percent annual growth, and (2) a 15 percent annual growth. Calculations based on the last ten years indicate that the mean growth is closer to 15 percent. This average growth was actually 14.16 percent. Table 3 shows a projection of enrollment growth based on the 10 percent growth figure which is no doubt too low. This table shows enrollment growth going from 2.4 million to 6.2 million over the next ten years, from 1970 to 1980. (1970 Junior College Directory, American Association of Junior Colleges, 1970, p.9) Table 4 probably presents a more accurate picture of the enrollment growth that the junior colleges will sustain if the open door is to be kept open. Table 4 shows the projection of enrollment growth for junior colleges based on 15 percent annual growth which corresponds very closely to the actual 14.16 percent growth rate of the preceding ten years. This table indicates that community college enrollment will go from 2.5 million to 8.7 million between 1970 to 1980.

These, of course, are figures derived for American as a whole; they are national figures rather than California figures. Presently, 30 percent of American students who are

Table 2
Actual Increase in Public Junior College Enrollment Over the Last Ten Years



Enrollment shown is in thousands.

Table 3

Projection of Enrollment Growth of Junior Colleges

Based on Ten Percent Annual Growth

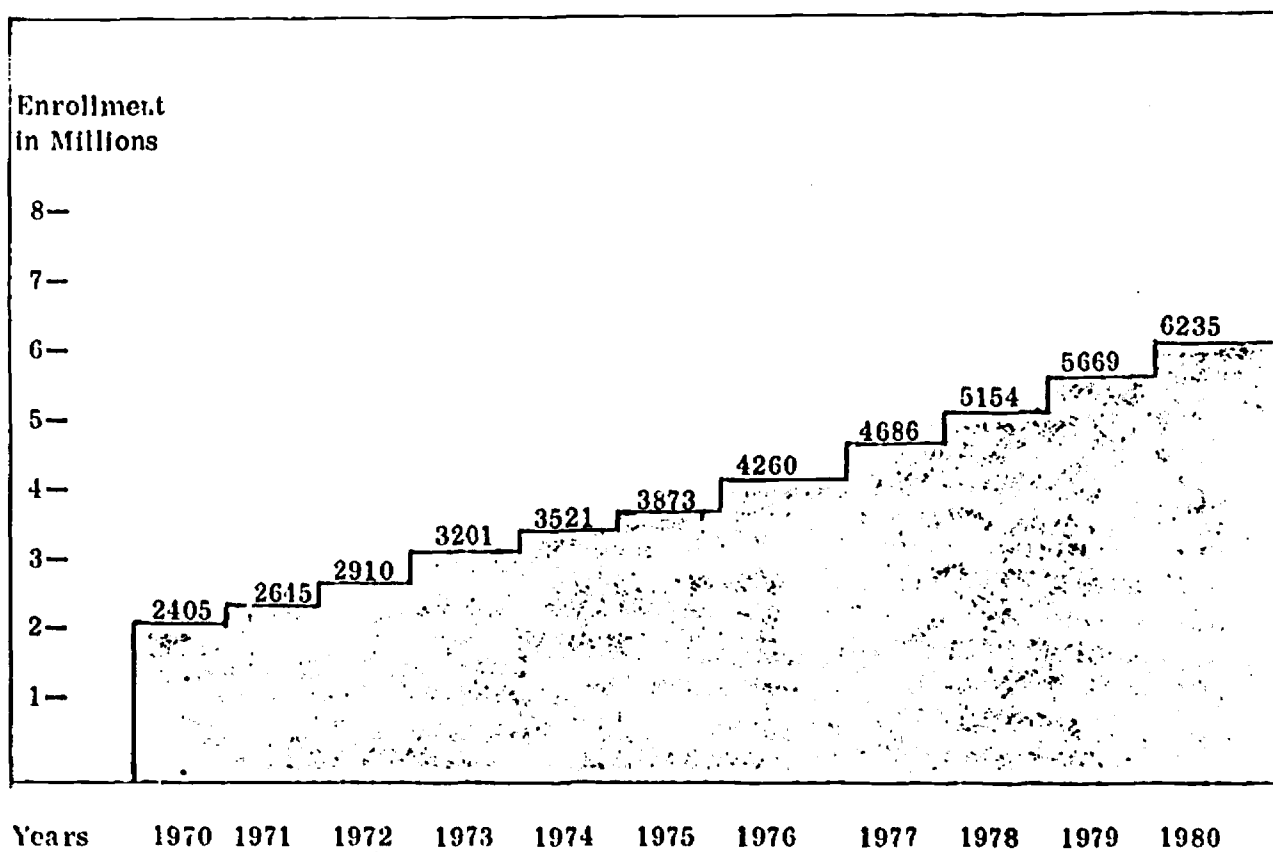
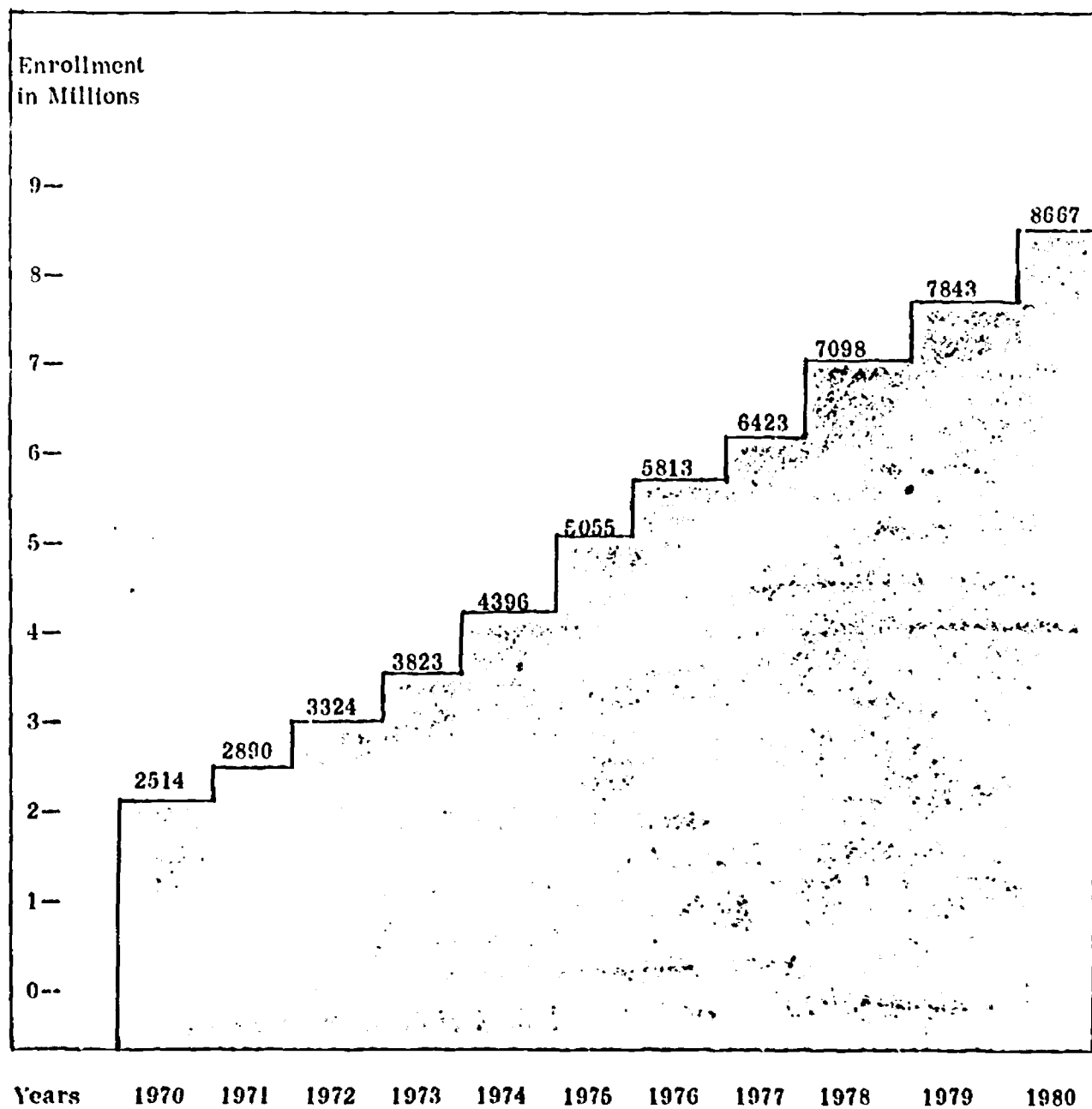


Table 4

Projection of Enrollment Growth of Junior Colleges

Based on 15 Annual Growth



enrolled in community colleges are enrolled in California community colleges. (1970 Junior College Directory, American Association of Junior Colleges, 1970, p. 80) In fact, California leads the nation. It has the highest proportion of community college students in the nation. (1970 Junior College Directory, 1970, p. 80) It is logical, therefore, to expect that the demand for free access for community colleges in California would exist and be expressed in past enrollment increases. This is certainly the case as Table 5 illustrates. The fact that California is number one in the nation in terms of proportion of students in community colleges indicates that there is social demand for open access to community colleges evident in patterns of enrollment growth and predicted enrollment growth. (Institutional Capacities and Area Needs of California Public Higher Education 1960 to 1975, 1961) As Table 5 clearly shows, freshmen enrollments have increased dramatically in the period from 1960 to 1970 and are predicted to again increase dramatically from 1970 to 1980. Clearly high school graduates in California are increasingly enrolling in California community colleges as an expression of their expectancy that this segment of higher education will remain open to all. Since freshmen enrollments are increasing -- implying society's demand for open access to California community colleges -- it would be logical to assume that both freshmen and sophomore enrollments are increasing. This is indeed the case as the terrific growth in average daily attendance in California community colleges, as indicated in Table 6, clearly shows. (Estimates of 1969-1975 from Financing California's Public Junior Colleges, p. 97. Estimates of 1976-1980 based on 4.5 percent annual increase.) According to the master plan for higher education in California, 1960 to 1975, the total population of the state of California is expected to increase from 21.9 million in 1970 to 29.5 million in 1980. This is an increase of almost 8 million people within the next decade.

Table 5

Increases in California Freshmen Enrollments,
Actual and Predicted 1960 - 1970 - 1980

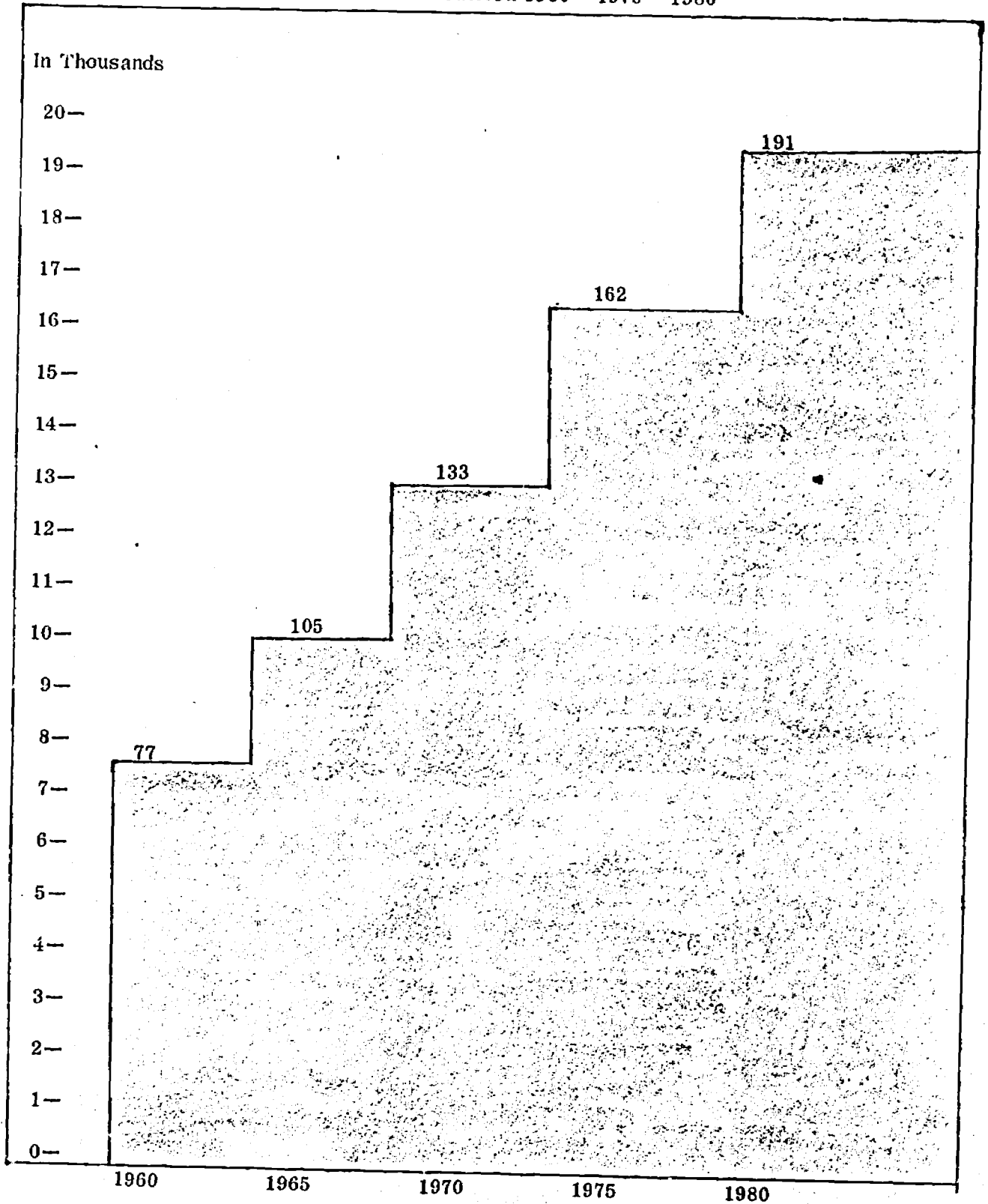
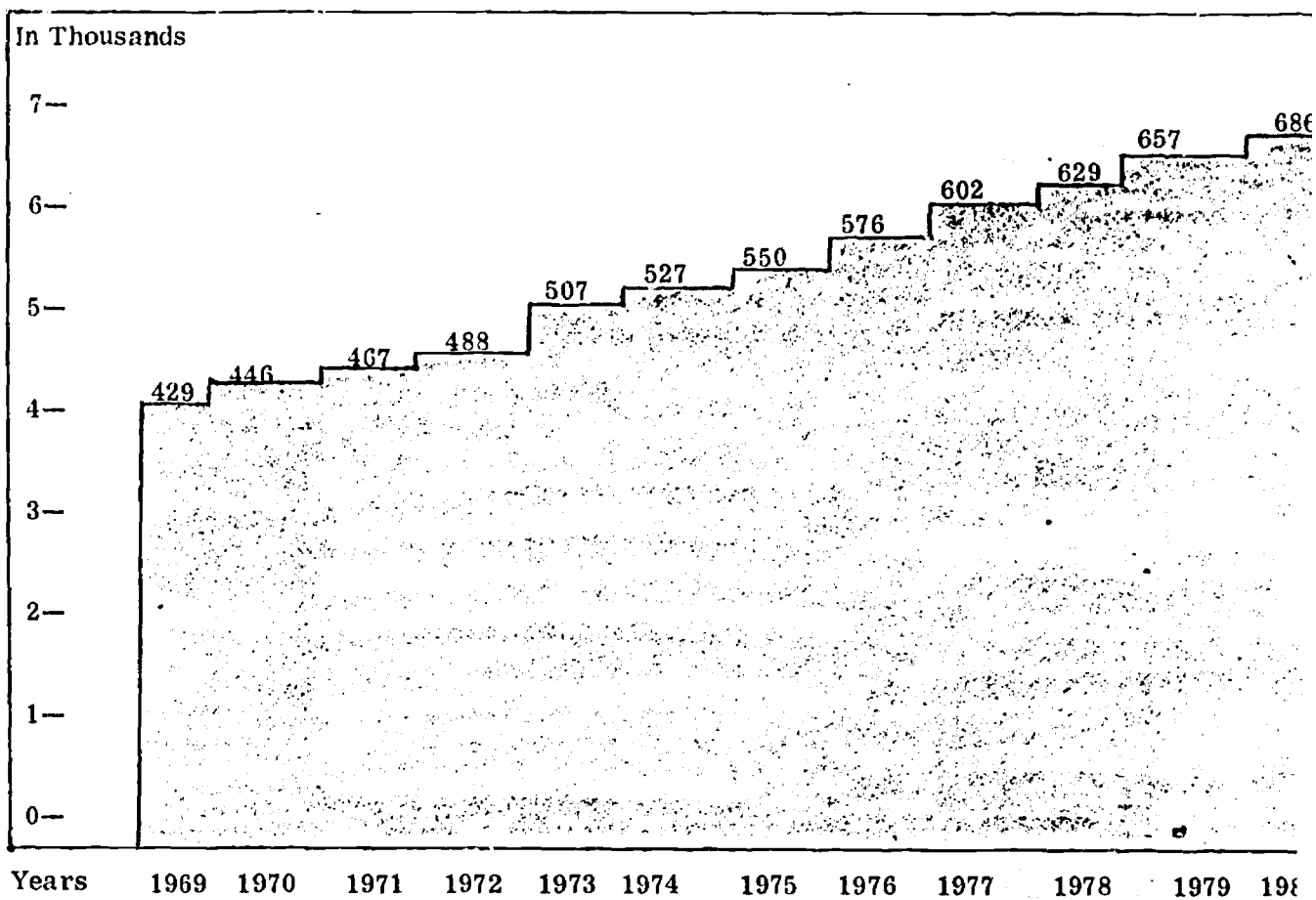


Table 6

Estimate of Average Daily Attendance in California Junior Colleges
1969 - 1980



(A Master Plan for Higher Education in California 1960 to 1975, 1960) Certainly 8 million more people in California will mean more high school graduates who expect to go to the open door community college.

Thus far, we have been concerned with two aspects of the social demand argument for keeping the door open to all high school graduates, indeed everyone who can benefit from attending community colleges. The two aspects of the social demand argument reviewed thus far were the social demand rhetoric and secondly, the hard data that supports the notion that society expects and demands that the door to the community colleges be kept open. In essence, the social demand rhetoric is really a promise on the part of presidential commissions, presidents of the American Association of Junior Colleges, the Carnegie Commission of Higher Education, and other, well-known and influential groups and persons that the open-door college will and should keep its doors open to all potential students regardless of race, color or creed; aptitude, interests or background. The hard data that have been reviewed indicate that high school graduates believe the promise and will take advantage of the opportunity to attend the open door college. The social demand rhetoric indicates a promise on the part of American society to provide open access to community college education. Hard data in terms of enrollment trends over the last ten years and projected over the next ten years indicate that high school graduates do accept this promise. But what if this promise is not kept? What if, as California increases in population by almost 8 million from 1970 to 1980, the open-door colleges begin closing their doors? What if the promises contained within the social demand rhetoric are broken? What if financial and other considerations force community college educators to educate only those "who can make it"? Such a decision would be a disaster for American society.

and for individuals as well. That the open-door colleges should maintain the open-door policy is to imply the contra-positive question of "why should the doors not be closed?" There is a social demand kind of answer to this last question too. The students who would most likely be excluded from community colleges whose doors are partially closed, are those students who are least likely to "make it". In California these students have been identified. They are students who pass through the revolving door of California's open-door colleges. They have the following characteristics: (MacMillan, Thomas F., 1969)

1. On the variable of sex-ability, the potential drop-out is most likely to be a low-ability male, least likely to be a middle-ability female.
2. On the variable of race, the potential drop-out is most likely to be black, least likely to be oriental.
3. On the variable of academic goals, the potential drop-out is most likely to have lower education goals than the persister.
4. On the variable of parental encouragement, the potential drop-out is most likely to receive little parental encouragement for his college plans; and finally,
5. On the variable of importance of college to self, the potential drop-out is most apt to have a low sense of the importance of college.

It is imperative to note that in the above list, variables #1 and 5 have the heaviest weightings in the predictive equation. That is to say that "sex-ability", and "importance of college to self" are more heavily weighted than are "race" or "academic goals". It is clear that the two best indicators of potential early withdrawal are (1) sex-ability, and (2) motivation.

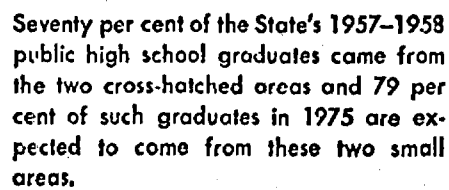
Something other than an open admissions policy for California Community colleges would be intolerable since such a dangerous policy would most likely discriminate against the low-ability, black males who have low educational goals, low parental encouragement for attending college, and who see the college as only somewhat important. To exclude these students

would be intolerable in a democracy that prides itself on equal opportunity for all citizens. To partially close California's community college doors would be to discriminate against this particular group of potential students. As Figure 1 shows, 70 percent of California's public high school graduates came from two densely populated areas in the state. In 1975, it is predicted that 79 percent of such graduates will come from these two areas. (Institutional Capacities and Area Needs of California Public Higher Education 1960-1975, 1961)

If a plan for partially closed doors were adopted and low-ability, black males summarily excluded from community colleges in California, one can only wonder how great the turmoil would be in the densely populated areas. This map shows that many of the community college freshmen will be coming from areas of the state that include high concentrations of the "red-flagged", potential drop-out students -- the low-ability black males, who have low educational goals, little parental encouragement for attending college, and who see college attendance as not important or only somewhat important.

Since 1947, America has been promising free and open access to higher education by way of the community colleges. It has been the practice of high school seniors who graduate to accept this promise and in increasing numbers to attend the California community colleges. The promise by American society is there and the acceptance on the part of the students is also there. To change the open door policy to a closed door policy would spell disaster. What Warren Dennis called "arribismo -- the unbridled desire to rise" would be thwarted. What Collins calls the "revolution of rising expectations" would probably really become a revolution. Would a revolution follow if the doors were closed in the face of these new students who are seeking entrance to higher socio-economic levels by way of the junior colleges? If America were to deny the last 20 years of national commitment to universal higher education and open access to the community college, the cries of "Burn Baby Burn" would probably be heard again. The picture is really too bleak to contemplate.

California Regions with Highest Concentrations of Public High School Graduates



Therefore, what is necessary is that the open door colleges keep their doors open to all students of all races, creeds or colors; regardless of their backgrounds, interests and aptitudes. The promise of free and open access must be maintained in the next decade. Planning for something other than the open door policy would be disastrous.

There are two other arguments for keeping the open door open. The cost benefit argument and the manpower argument. The cost benefit argument examines the case from both the standpoint of the individual student and the standpoint of society. This approach considers the cost and the benefit to the individual as well as the cost and the benefit to the society for his having attended the college. The relationship of education and income is well known. Table 7 presents data on this relationship as it existed in 1961. (McGrath, Earl. Universal Higher Education, 1966)

Table 7
Lifetime and Mean Annual Incomes of Males 25-64 Years Old,
by Years of School Completed, 1961.

Years of Schooling	Amount	<u>Lifetime Income</u>		
		Percent of income of High School Graduates	Mean Annual Income	Years of Working Life
Elementary:				
Less than eight years	\$124,930	56.0	\$3,483	35.9
Eight years	168,810	75.0	4,750	35.5
High school:				
One to three years	193,082	87.0	5,305	36.4
Four years	224,407	100.0	6,102	36.8
College:				
One to three years	273,049	122.0	7,392	36.9
Four years or more	360,604	161.0	9,530	37.8

SOURCE: Based on U. S. Bureau of the Census, Statistical Abstract of the United States, 1963, p. 122.

More recent figures indicate the same relationship. Table 8 indicates individual benefits of having gained more education in terms of his average annual income. (U.S. News & World Report, November 16, 1970, p. 85) This same relationship between years of education and lifetime income also exists as Table 9 clearly shows. (U.S. News & World Report, November 16, 1970, p. 85) As to the benefits society derives, Collins indicates this benefit in this quote:

"Education has made the United States a have nation.... Strictly on a materialistic basis, the taxpayer may have seen that education is to a society what research and development are to an industry. It is like a giant Aladdin's lamp which magically produces the future wealth of that society. The taxpayer may have seen....that American economic history was really Operation Bootstrap with universal education being the bootstrap. The taxpayer may not have missed the lesson of the post-war recovery of Germany, Japan, England, Russia, and France. The Marshall Plan notwithstanding, it was demonstrated that the wealth of a nation really resides in the education of its citizenry: If a nation has know-how, it can do what uneducated nations cannot—rise like a Phoenix out of the ashes.

Every society buys the education it can, or thinks it can afford and ends by being able to afford the kind of education it has bought. The United States can now afford top quality, universal higher education." (Collins, Charles C., 1969, p. 39)

In terms of cost benefit analyses and in more specific terms of the junior college, Harold Kastner has examined the economic value of attending community college. The cost for the individual junior college student is figured by including direct fees and indirect cost from forfeited salaries. Figured this way, the cost for the average male student is \$6,864, and for the average female student \$6,213. These students are enabled to earn respectively an annual average of \$1,235 and \$737 more than high school graduates over a forty-five-year period of full employment. Total return to the individual community college graduate is \$55,605 for men and \$33,166 for women, representing a yield on the students' investment of 5 percent for men and 4-1/4 percent for women. In terms of

Table 8
The Personal Benefits of Education
Average Annual Income by Years of School

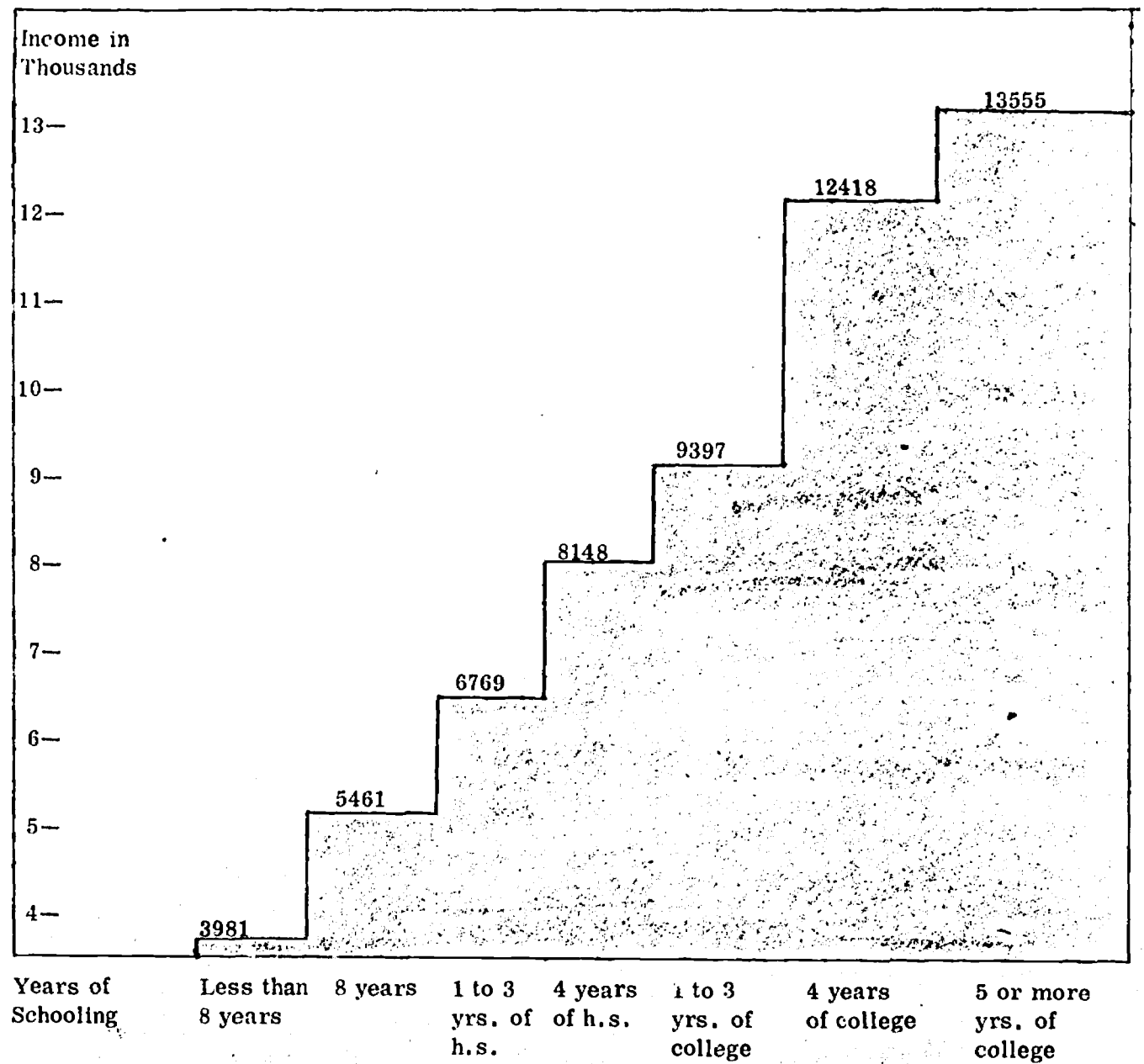
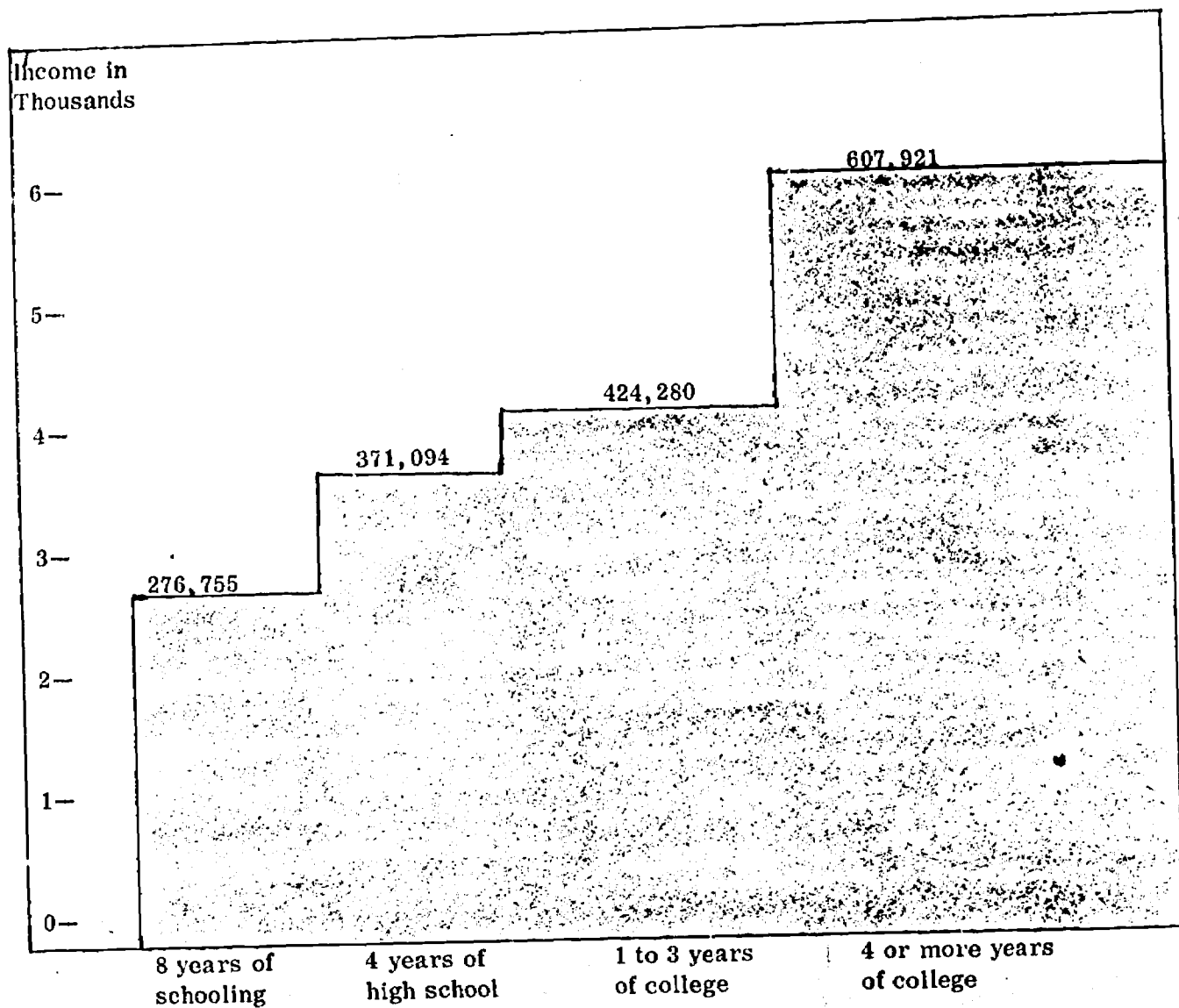


Table 9

Personal Benefits of Education

Estimated Lifetime Incomes by Education



society's benefits and costs, the gross social value of the extra earnings of the full-time junior college sophomore in 1959-60 would equal \$39 billion return on a \$5 billion investment. Thus, Kastner concludes, the returns to the average taxpayer for his allocations to junior colleges would represent an investment yield greater than 12 percent for the average male graduate and 11 percent for the average female graduate. (Kastner, Harold H., 1965)

The third argument for keeping the community colleges' doors open is the manpower argument. This argument examines the occupational distribution of people in the work force both now and in the future, the educational requirements of these changes and for an increase in the gross national product. Table 10 shows the percent distributions of the occupations as of 1960 and the estimated distribution in 1975 as well as the change between 1960 and 1975. (McGrath, Earl. Universal Higher Education, June 1966, p. 86)

Table 10

Occupation	Percent Distribution		Percent Change
	1960	1975	1960-1975
All occupations	100.00	100.0	31
Professional and technical	11.2	14.2	65
Managerial	10.6	10.7	32
Clerical and kindred	14.7	16.2	45
Sales	6.6	6.7	34
Craftsmen	12.8	12.8	30
Operatives	18.0	16.3	18
Service	12.5	14.3	51
Laborers	5.5	4.3	--
			(no change)
Farmers and farm workers	8.1	4.5	-28

Tables 11 and 12 indicate the comparison of younger and older people in various engineering or technical areas by years of college completed as of 1960. Table 11 clearly shows that among younger engineers, a higher proportion have attained 4 years or 5 or more years of college education. (McGrath, Earl. Universal Higher Education, June 1966, p. 91)

Table 12 shows the same kind of distribution for technicians. Of course, the community colleges prepare more technicians than engineers but they do prepare both technicians and engineers. These tables clearly indicate that among younger people in the work force, there is a higher proportion of workers who have been to college 1 to 3 years or 4 years than there is in the older age group. (McGrath, Earl. Universal Higher Education, p. 92)

Table 11
Comparison of Younger and Older Technical Engineers by
Years of College Completed, 1960

Engineers	Age Groups			
	25 - 34		45 - 64	
	Four Years	Five Years or more	Four Years	Five Years or more
Total	43.9%	21.9%	29.5%	13.8%
Aeronautical	42.2	23.9	28.6	16.6
Chemical	51.9	37.4	42.8	33.7
Civil	43.7	19.6	33.6	13.2
Electrical	43.2	22.6	33.4	14.3
Industrial	41.1	15.9	19.6	10.2
Mechanical	45.8	22.0	25.0	10.8
Metallurgical	40.9	27.3	33.0	24.1
Mining	57.8	29.0	34.1	16.0
Sales	47.8	19.2	28.9	9.0
n.e.c.	37.7	20.7	27.6	16.6

Table 12
Comparison of Younger and Older Technicians
by Years of College Completed, 1960

Technicians	Age Groups					
	25 - 34			45 - 64		
	One to three years	Four years	Five Years Or More	One to three years	Four years	Five Years Or More
Designers	34.5%	18.2%	12.7%	24.5%	12.3%	10.0%
Draftsmen	37.1	6.4	4.5	26.4	11.0	6.6
Surveyors	23.9	5.6	2.8	17.0	7.6	4.1
Technicians:						
Medical and dental	34.8	17.2	7.2	20.5	11.4	5.3
Electrical and electronic	35.2	3.4	1.5	18.9	3.6	2.1
Other engineering and scientific	31.1	8.3	5.6	18.4	7.1	3.9
n.e.c.	25.7	11.7	6.8	17.8	4.8	4.4

Finally as regards the manpower approach, Daniel Patrick Moynihan, then Assistant Secretary of Labor, writing under the title "The Impact of Manpower Development and Employment of Youth" identified the following relationships between education and the gross national product:

"Estimates of the monetary value which the additional education of this group might contribute to the national product are beset with many pitfalls. Dr. Edward F. Denison's efforts to measure education as a source of economic growth have made a major contribution in this field. He concludes that education represents one of the largest sources of prospective economic growth, and calculates, roughly, that if it were possible over the twenty-year period, 1960-1980, for 40 per cent of the labor force to receive one year more of education than they otherwise would, the national product could be increased by 1.4 per cent. He estimates further that this would represent an increase in the growth rate over that period of 0.07 per cent. Over the long run, a period sufficiently long to assure an additional year of schooling for the entire labor force, the average annual economic growth rate could be raised by 0.10 percentage points." (McGrath, Earl. Universal Higher Education, p. 74)

Conclusion

The open door policy must be maintained. The social demand is there. America's promise of open access and equal opportunity is indelibly burned into educational rhetoric of the last twenty years. In increasing numbers, students have been accepting this promise and in all likelihood will continue to accept it. The cost benefit and manpower arguments converge with social demand to present a forceful mandate for continuing the open-door policy.

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